

TOWN OF CALEDON
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**Commercial Impact Study
Highway 50 / Columbia Way – Northeast Corner
14245 Highway 50, Town of Caledon**

Prepared for: Columbia Square Inc.

November 5, 2021





TATE ECONOMIC RESEARCH INC.

Mr. Anthony Maida
Columbia Square Inc.
1175 Meyerside Drive, Suite 2
Mississauga, ON
L5T 1H3

November 5, 2021

**Re: Commercial Impact Study
Highway 50 / Columbia Way – Northeast Corner
14245 Highway 50, Town of Caledon, ON**

Dear Mr. Maida:

Tate Economic Research Inc. is pleased to submit this Commercial Impact Study examining the market implications of a proposed mixed-use development at the northeast corner of Highway 50 and Columbia Way, in the Town of Caledon. A redesignation from *Bolton North Hill Commercial Area* to a mixed-use designation is proposed.

We look forward to discussing the results with you.

Yours truly,
TATE ECONOMIC RESEARCH INC.

James P. Tate
President

Sameer Patel
Vice President

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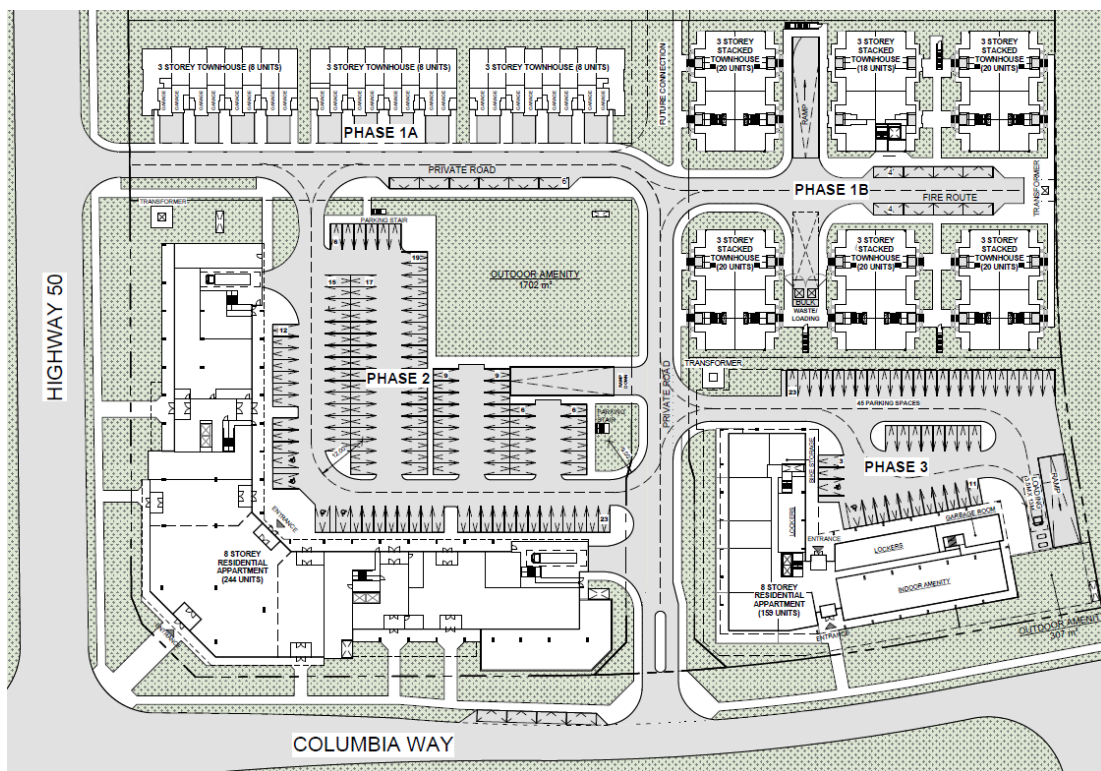
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Executive Summary & Recommendations

Tate Economic Research Inc. (“TER”) has been retained by Columbia Square Inc. (“Columbia Square”) to prepare a Commercial Impact Study as part of an application to permit a proposed mixed-use development at the northeast corner of Highway 50 and Columbia Way in the community of Bolton, in the Town of Caledon (“Subject Site or Site”).

The 8.6 acre Site is presently undeveloped. It is designated *Bolton North Hill Commercial Area* in the Town of Caledon (“Town”) Official Plan (“OP”). Columbia Square is proposing to redesignate the Subject Site from *Bolton North Hill Commercial Area* to a mixed-use designation to permit the development of residential apartment buildings, townhouses, ground related retail uses and park space. The proposed development concept contemplates 545 residential units and 18,200 square feet of ground floor retail space.

Concept Plan



Source: Tate Economic Research Inc. based on KFA Architects & Planners Inc. Drawing No SD002, Phase 1-3 Combined Site Plan.

The original development approvals for the Site contemplated a single level, open concept retail centre. It was to be anchored by a supermarket and based on typical coverage ratios, would comprise approximately 90,000 square feet of retail

commercial space. The Columbia Square development concept proposes approximately 18,200 square feet of retail commercial space in a mixed-use format. The Town has requested a Commercial Impact Study to analyze the impacts of the proposed changes. More specifically, a Commercial Impact Study is a requirement of the redesignation of the Site from *Bolton North Hill Commercial Area* to a mixed-use designation. Section 5.4.3.13.1 of the OP states:

“...a Commercial Impact Study may be required for the Bolton Community Shopping Centre Commercial Area, and local commercial sites in the Bolton Area. In addition, any major commercial development proposed on existing commercial designated/zoned lands will be required to either prepare a Commercial Impact Study or additional commercial impact assessment work.”

The requirements for a Commercial Impact Study are summarized in Section 5.4.3.13.2:

“A Commercial Impact Study will include, as appropriate, the following: a) an examination of the trading area (existing and potential), the related impacts of the proposed uses on existing uses, and an assessment of the need for the proposed uses.”

TER prepared a Terms of Reference, dated June 9th, 2021, that was submitted to the Town. This Terms of Reference outlined our study approach for addressing the OP requirements and identified additional work tasks to be undertaken. Additional work tasks include an assessment of whether the planned commercial function of the Site can be fulfilled by the proposed retail commercial space, as well as providing commentary on retail commercial service levels in the local community that would result if the Columbia Square development proceeds as proposed. The research and analysis presented in this report are intended to address the OP tests and Town requirements.

Summary of Findings

The planning policies that pertain to the Subject Site permit the proposed retail commercial uses.

- The Subject Site is designated *Bolton North Hill Commercial Area* which permits a “food supermarket” and “ancillary retail”.
- The Site is zoned *General Commercial C-577* which permits a “grocery store” and “retail store”, among other uses.
- The proposed Columbia Square mixed-use development is anticipated to include a grocery store and ancillary retail uses, both of which are permitted by the OP and Zoning By-law.

The proposed mixed-use designation reflects modern commercial planning trends.

- It is an objective of the OP to create “mixed-use, transit supportive, pedestrian-friendly urban environments through intensification.”
- The proposed designation provides the opportunity for a variety of uses and will allow for the intensification of the Site.
- The *Bolton North Hill Commercial Area* designation contemplated a single level commercial development, whereas the proposed designation will allow for multi level development, including a range of uses.

The location and access characteristics of the Site contribute to the opportunity for convenience related retail uses.

- The Site is located in the North Hill neighbourhood, at the corner of Highway 50 and Columbia Way. The Site’s corner location provides the potential for multiple access points and increases visibility to pass-by traffic.
- Highway 50 is an Arterial road that carries significant volumes of vehicle traffic.
- There are no concentrations of retail commercial space in the North Hill neighbourhood. The absence of commercial space in the immediate surrounding area provides opportunities for convenience oriented retail commercial space, while conversely limits the potential for retail synergies that would attract larger scale retail activity.

The Trade Area is forecast to experience population growth over the next decade.

- The delineated Trade Area is defined as the community of Bolton and includes a Convenience Zone which is composed of the North Hill neighbourhood.
- There is population growth forecast in the Trade Area and Convenience Zone. The majority of growth in the Trade Area is planned to occur through the development of the Macville Community in northwest Bolton and intensification along Highway 50 in south Bolton.
- In addition, there is population growth planned in the Convenience Zone, in the ‘Option 1 Lands’ located immediately north of the Subject Site. These lands are anticipated to accommodate approximately 1,800 people and jobs over the longer term.

Trends within the supermarket retailing environment are resulting in fewer stores serving larger areas.

- E-commerce and technology driven convenience retailing has resulted in a shift in the supermarket development industry, wherein retailers are reducing store networks by serving larger trade areas from fewer stores.
- These trends were occurring pre Covid-19 and have been accelerated due to the Covid-19 pandemic.
- Specialty food stores offer a wide range of products that serve the day-to-day shopping needs of local residents. They are able to tailor their product offerings to the localized market and offer a convenient format for grab-and-go shopping.

There is a need for the proposed development and there will be no impact on existing uses.

- A market demand analysis was conducted on behalf of the Town in 2007 which resulted in the designation of the Subject Site for commercial uses. The 2007 market analysis addressed the “related impacts” and “need” for the commercial space.
- The current proposal is for a reduction in the scale of commercial space. Therefore, it is recognized that the commercial space is warranted and will not result in impacts on existing uses.
- The OP tests that address “related impacts” and “an assessment of the need for the proposed uses” have been addressed by the previous market demand analysis.

The daily and weekly shopping needs of future residents of the Subject Site and the overall North Hill neighbourhood will be well served by the existing retail structure of Bolton.

- The proposed retail commercial space on the Subject Site will serve local residents, as well as those throughout Bolton and beyond.
- Local residents can access retail space throughout the Trade Area within a reasonable driving distance, including the *Bolton Core*, *Bolton South Hill Commercial Area*, *Bolton Community Shopping Centre Area* and *Bolton Highway 50 Commercial Area*.
- The existing retail structure of Bolton provides residents of the Site and surrounding neighbourhoods access to a range of retail and services that support the weekly shopping needs of the community.

The proposed retail commercial component will serve the day-to-day convenience shopping needs of residents of the Subject Site and North Hill neighbourhood.

- There is no significant planned retail commercial space existing in the Convenience Zone. As such, the proposed retail commercial component of the Columbia Square development proposal will meet a local need.
- The proposed development on the Subject Site will primarily serve residents within the Convenience Zone. Retail commercial space on the Subject Site will be convenience oriented and designed to meet the day-to-day shopping needs of the local community.
- It is anticipated that a specialized grocery store will form the “anchor” tenant of the retail commercial component. The tenant mix presented in Section 1.2 of the main body of this report demonstrates that a grocery store and range of convenience oriented retail and service tenants can be accommodated on the Subject Site.

Conclusion

As required by the Town, this study has examined the trading area for the Subject Site, the related impacts on existing uses and assessed the need for the proposed uses. Based on the research and findings of this study, as well as previous work conducted on behalf of the Town, TER has determined that there is a need for the proposed use and there will be no impact on existing uses.

Furthermore, the planned function of the Subject Site will be fulfilled by the proposed retail commercial space. The planned function of the Subject Site is to provide retail commercial uses that serves the North Hill neighbourhood. The proposed development will include 18,200 square feet of convenience oriented retail space and is anticipated to be anchored by a grocery store. The proposed development will serve the day-to-day convenience shopping needs of residents of the North Hill neighbourhood.

It is the professional opinion of TER that the development of the Subject Site, as proposed, should be approved on the basis of retail market demand and impact.

1 Introduction

Tate Economic Research Inc. (“TER”) has been retained by Columbia Square Developments Inc. (“Columbia Square”) to prepare a Commercial Impact Study as part of an application to permit a proposed mixed-use development at the northeast corner Highway 50 and Columbia Way in the community of Bolton, in the Town of Caledon (“Subject Site or Site”).

The 8.6 acre Site is presently undeveloped. It is designated *Bolton North Hill Commercial Area* in the Town of Caledon (“Town”) Official Plan (“OP”). Columbia Square is proposing to redesignate the Subject Site from *Bolton North Hill Commercial Area* to a mixed-use designation to permit the proposed development.

1.1 Planned Function

The Subject Site is designated *Bolton North Hill Commercial Area* in the OP. The planned function of the *Bolton North Hill Commercial Area* is described in the following OP policies:

5.10.4.5.16 The lands located at the northeast corner of Regional Road 50 and Columbia Way comprising approximately 3.3 gross hectares (8.2 gross acres) shall be used for a food supermarket and ancillary retail purposes.

5.10.4.5.16.2 Notwithstanding other policies of this Plan, ancillary retail and service commercial uses include apparel, convenience and grocery stores, clinics, limited offices, personal services, pharmacies, banking, hair salons, dry cleaning, and restaurants.

5.10.4.5.16.3 The goal in designating this area for a food supermarket and ancillary retail uses is to serve the existing North Hill neighbourhood, while ensuring that the viability of the Bolton Core Commercial area is maintained.

Generally, the planned function of the Subject Site is to accommodate retail commercial uses that serve the North Hill neighbourhood.

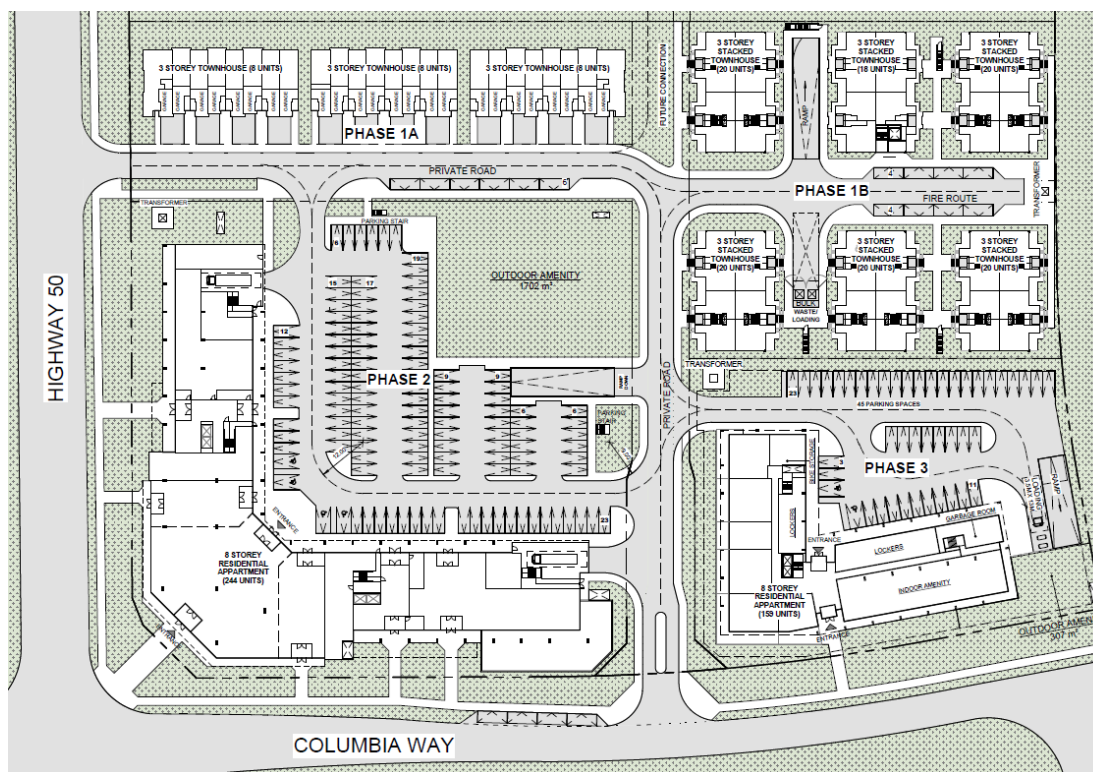
1.2 Development Concept

The development concept for the Subject Site, indicated in Figure 1-1 on the following page, contemplates a mixed-use project, as summarized below:

- Townhouses (Phase 1): 142 townhouses located on the north portion of the Site;

- Mixed-Use Building (Phase 2): 244 residential apartment units and 18,200 square feet of ground floor retail uses. The proposed mixed-use building will be located at the southwest corner of the Site, fronting onto Columbia Way and Highway 50;
- Apartment Building (Phase 3): 159 residential apartment units located at the southeast corner of the Site, fronting onto Columbia Way; and,
- Overall, the Subject Site will accommodate approximately 1,400 residents.

Figure 1-1: Subject Site Concept Plan



Source: Tate Economic Research Inc. based on KFA Architects & Planners Inc. Drawing No SD002, Phase 1-3 Combined Site Plan.

TER has prepared a representative tenant mix for the Subject Site. The tenant mix is based on TER experience, the proposed development concept and trends occurring within the retail industry. It is challenging to anticipate the tenant mix with absolute certainty, and, as such, this tenant mix should be considered a general guideline.

Figure 1-2 summarizes the potential tenant mix for the Subject Site. The tenant mix demonstrates that a range of convenience oriented retail and service tenants can be accommodated on the Subject Site to serve residents of the Site and surrounding community.

Figure 1-2: Representative Tenant Mix ⁽¹⁾



Source: Tate Economic Research Inc.

¹⁾ Tenant mix is representative and should be considered a general guideline. Graphic is illustrative and does not reflect the proposed development examined in this report.

1.3 Purpose and Work Scope

The original development approvals for the Site contemplated a single level, open concept retail centre. It was to be anchored by a supermarket and based on typical coverage ratios, would comprise approximately 90,000 square feet. The Columbia Square development concept proposes approximately 18,200 square feet of retail commercial space in a mixed-use format.

The Town has requested that Columbia Square prepare a Commercial Impact Study as a component of the development application for the Subject Site. Columbia Square has retained TER to prepare the Commercial Impact Study.

The requirements for a Commercial Impact Study are summarized in Section 5.4.3.13.2:

“A Commercial Impact Study will include, as appropriate, the following: a) an examination of the trading area (existing and potential), the related impacts of the proposed uses on existing uses, and an assessment of the need for the proposed uses.”

Based on our review of Town requirements, TER prepared a Terms of Reference, dated June 9, 2021. This Terms of Reference outlined our study approach for addressing the OP requirements and identified additional work tasks to be undertaken. Additional work tasks include an assessment of whether the planned function of the Site can be fulfilled by the proposed retail commercial space, as well as

providing commentary on retail commercial service levels of the local community that would result if the Columbia Square development proceeds as proposed. This Terms of Reference was provided to, and reviewed by, Town staff. The Terms of Reference is attached as Appendix A.

The following scope of work was undertaken by TER in preparation of this report and reflects the Terms of Reference and the requirements of the OP:

- Review historical planning context of the Site;
- Site and access assessment;
- Trade area delineation;
- Review of potential growth areas;
- Competition review;
- Review of retail trends; and,
- Qualitative retail opportunity and impact assessment.

1.4 Basic Assumptions

The report and its recommendations should be reviewed in light of the basic assumptions, which are outlined below:

- All proposed and under construction developments have been recognized in the TER analysis. This information was provided by the Town of Caledon; and,
- This report is being prepared during the Covid-19 pandemic. We recognize that this pandemic will result in changes to the industry. These changes, as forecast in the context of current information, are reflected in our analysis. Overall, it is the opinion of TER that the analysis in this report remains appropriate during pandemic conditions primarily due to its longer term approach to market demand.

2 Planning Context

The following section of the report examines the planned function of the Subject Site. It includes a review of the designation and planning policies that apply to the Subject Site, as well as the original documents prepared in support of its designation.

It is important to note that there are tests in the OP to address the “need” and “impact” of the development proposal. The intent of the policies was to address an increase in retail space over the permitted quantum. As stated previously, the Subject Site could accommodate approximately 90,000 square feet of retail commercial space in a single storey, open concept retail centre format. The amount of retail commercial space proposed in the Columbia Square proposal is 18,200 square feet. Since the existing retail permissions on the Subject Site allow for more retail commercial space than is proposed in the mixed-use concept, the tests for “need” and “impact” of the lesser amount of space proposed have already been addressed. These tests are no longer appropriate for the Columbia Square proposal.

2.1 Official Plan Policies

The Subject Site is located in the *Bolton Rural Service Centre*. The *Bolton Rural Service Centre* is the OP term that refers to the community of Bolton. Bolton represents the primary opportunity for intensification within the Town of Caledon.

The Subject Site is designated *Bolton North Hill Commercial Area* in the OP. The following policies apply to the *Bolton North Hill Commercial Area*:

- 5.10.4.5.16 The lands located at the northeast corner of Regional Road 50 and Columbia Way comprising approximately 3.3 gross hectares (8.2 gross acres) shall be used for a food supermarket and ancillary retail purposes.
- 5.10.4.5.16.2 Notwithstanding other policies of this Plan, ancillary retail and service commercial uses include apparel, convenience and grocery stores, clinics, limited offices, personal services, pharmacies, banking, hair salons, dry cleaning, and restaurants.
- 5.10.4.5.16.3 The goal in designating this area for a food supermarket and ancillary retail uses is to serve the existing North Hill neighbourhood, while ensuring that the viability of the Bolton Core Commercial area is maintained.

It is noted that the *Bolton North Hill Commercial Area* designation does include a minimum or maximum commercial size requirement.

The Subject Site is zoned *General Commercial C-577* in the Town of Caledon Zoning By-law. The *General Commercial C-577* zone permits a variety of retail and service uses, including business office, clinic, financial institution, fitness centre, restaurant, grocery store, and retail store, among others.

The Town of Caledon Zoning By-law defines Grocery Store as:

“**Grocery Store** means a *retail store* engaged in the business of selling groceries, meat, fruit and vegetable products and may include *accessory* retail and service uses and has a minimum *gross floor area* of 300 m² and a maximum *gross floor area* of 2230 m².”

The Zoning By-law permits a Grocery Store, as defined above, but does not permit a Supermarket, which is defined as follows:

“Supermarket means a retail store engaged in the business of selling groceries, meat, fruit and vegetables to the general public and having a minimum gross floor area of 2,231 m².”

The *Bolton North Hill Commercial Area* designation permits a “food supermarket” which is not a defined term in the OP. It is the assumption of TER that a “food supermarket” refers to a Supermarket, as defined in the Zoning By-law. As such, there is an inconsistency between the OP designation, which permits a Supermarket, and the Zoning By-law, which permits a Grocery Store.

The representative tenant mix, presented in Section 1.2, indicates that the proposed development can accommodate a Grocery Store. The Subject Site can not accommodate a Supermarket based on the size and format of the proposed development. This proposed change is one of the factors that has resulted in the requirement for an OP Amendment.

2.2 Historic Planning Context

In the early 2000s, the Town retained consultants to undertake a Commercial Policy Review as a component of a larger community plan. The Commercial Policy Review is dated March 2007 (“2007 CPR”) and was conducted by Butler Group Consultants Inc. and W. Scott Morgan. The purpose of the 2007 CPR was to provide direction regarding the retail commercial hierarchy of Bolton to 2021. The 2007 CPR included the recommendation to prioritize the introduction of a supermarket in North Hill:

“...it is preferable to provide for the distribution of food supermarkets throughout Bolton to facilitate more convenient service...Currently, the residents of the North Hill have to travel a considerable distance through the congested Bolton Core for daily or weekly shopping needs...”

The 2007 CPR was informed by a Retail Commercial Demand Study prepared by W. Scott Morgan, dated February 2007 (“Morgan Report”). The purpose of the Morgan Report was to determine whether the existing commercial hierarchy in Bolton was adequate to meet the projected retail commercial needs to the year 2031 and provide input into the 2007 CPR.

Based on the recommendations of the 2007 CPR, OPA 215 was adopted by Caledon Town Council on July 3, 2007, and included the following policy:

- 5.10.4.5.3.2 A major new policy objective of this Plan is to provide for a supermarket of up to 3,716 m² (40,000 SF) in size with limited ancillary commercial uses in a location that can offer convenient service to residents within the North Hill community. The Town intends to undertake the necessary studies to identify an appropriate site for this commercial use. An amendment to the settlement area boundary will be required, including an amendment to the Regional Official Plan.

The South Albion-Bolton Settlement Boundary Expansion Study for Employment Lands and North Hill Supermarket was prepared by the Butler Group Consultants Inc. in November 2009. It recommended the Subject Site as the preferred location for the North Hill supermarket.

To summarize the planning history of the Site, based on the research conducted in the early 2000s, it was concluded that additional commercial lands were required in north Bolton. The Subject Site was subsequently brought into the settlement area and designated *Bolton North Hill Commercial Area*, which permits a food supermarket and ancillary retail space.

2.3 Proposed Planning Designation

Columbia Square is proposing to redesignate the Subject Site from *Bolton North Hill Commercial Area* to a mixed-use designation. One of the objectives of the OP is to promote mixed-use development:

- 4.2.1.2.1 To achieve compact and efficient urban forms, optimize the use of existing infrastructure and services, revitalize and/or enhance developed areas, increase the availability and diversity of housing and business opportunities and create mixed-use, transit supportive, pedestrian-friendly urban environments through intensification.

The proposed designation is more reflective of modern commercial planning trends as it provides the opportunity for a variety of uses and will allow for the intensification of the Site. The development of the Site as a mixed-use project will support the transition of Highway 50 and Columbia Way into a pedestrian oriented environment. The mixed-use building will be pushed to the road creating an active street edge with surface

level parking located internally. The ground floor retail units will have separate entrances and storefront windows which will help animate the street.

2.4 Planning Context Conclusion

Columbia Square is proposing to redesignate the Subject Site from Bolton North Hill Commercial Area to a mixed-use designation. The proposed designation is reflective of modern commercial planning trends and will allow for the

intensification of the Site. The proposed redesignation is consistent with the policies in the Official Plan with respect to achieving compact and efficient urban forms.



Example of Suburban Mixed-use Intensification – The Taunton, Oakville ON

3 Location and Access Assessment

Locational attributes are critical factors contributing to the viability and success of many commercial uses. This section of the report examines the Site and its access characteristics, from the perspective of retail market demand.

3.1 Location and Surrounding Land Use

The following section examines the location of the Subject Site and the land uses that surround it. Figure 3-1, and 3-2 which follows, indicates the location of the Subject Site and the types of uses that surround it. This analysis is summarized below:

- The Subject Site is located at the northeast corner of Highway 50 and Columbia Way, in the community of Bolton, in the Town of Caledon;
- Bolton is located in the southeast corner of the Town and borders the City of Brampton, the City of Vaughan and the Township of King. There is significant population and commercial growth planned for the City of Brampton and City of Vaughan;
- The Subject Site is located in the northern portion of Bolton. There are agricultural and environmental uses to the north and west of the Site; and,
- The closest concentration of commercial space is the *Downtown Core*, located approximately 2 kilometres south of the Site. The absence of commercial space in the immediate surrounding area provides opportunities for convenience oriented retail commercial space, while conversely limits the potential for retail synergies that would attract larger scale retail activity.

Figure 3-1: Subject Site Location



Source: Tate Economic Research Inc.; Basemap: ESRI AcrGIS

Figure 3-2: Surrounding Land Use



Source: Tate Economic Research Inc.; Basemap: ESRI AcrGIS

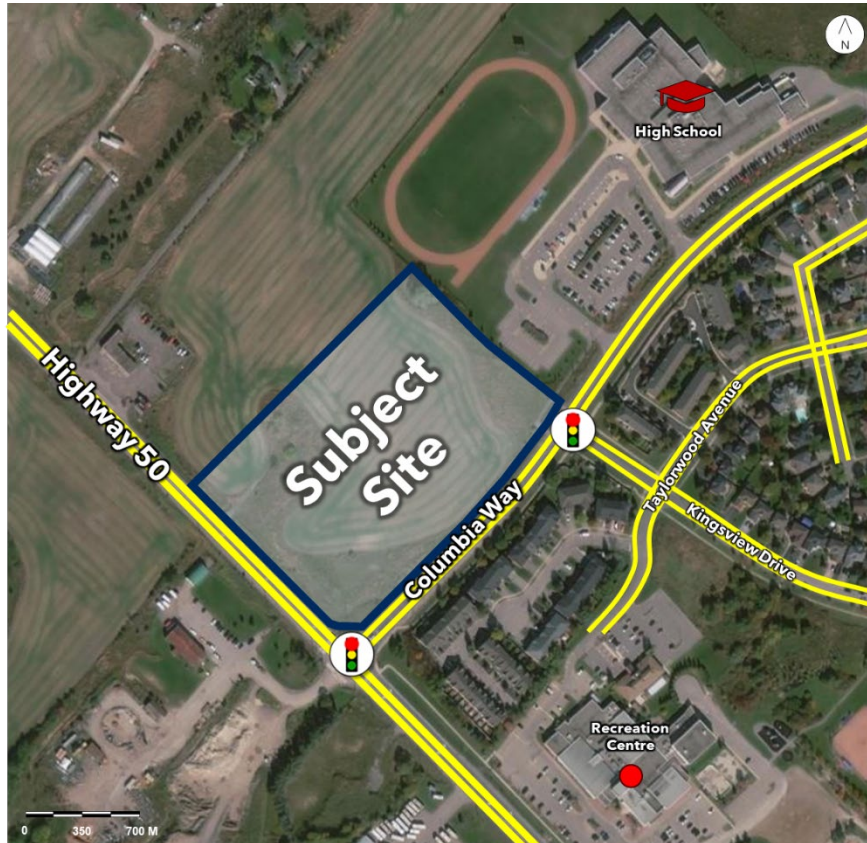
3.2 Access Characteristics

The following section examines the Site in terms of its accessibility characteristics. Figure 3-3, on the following page, illustrates the road network in the vicinity of the Site. The accessibility characteristics are summarized below:

- The Subject Site is located on a corner lot with approximately 500 feet (150 metres) of frontage onto Highway 50 and 800 feet (240 metres) of frontage onto Columbia Way;
- Highway 50 is designated as a High Capacity Arterial road and is intended to accommodate significant volumes of vehicle traffic. Highway 50 is a common route for commercial truck traffic and there are no sidewalks on Highway 50 north of Columbia Way;
- Columbia Way is designated as a Collector road which is not designed to accommodate through traffic; and,

- There are existing signalized intersections at Highway 50 and Columbia Way and Columbia Way and Kingsview Drive.

Figure 3-3: Access Characteristics



Source: Tate Economic Research Inc.; Basemap: ESRI AcrGIS

3.3 Site and Access Conclusion

The Subject Site presents mixed attributes with respect to the appropriateness for retail commercial uses. The Subject Site's corner location and access and visibility to Highway 50 create an opportunity for convenience related commercial facilities.

Conversely, the Subject Site is somewhat isolated from the majority of retail commercial uses in the community of Bolton, which may limit the viability of large format retail uses, as there are no opportunities for synergies with other commercial uses.

4 Trade Area

The following section delineates the trading area for the Subject Site. There is a requirement in Section 5.4.3.13.2 of the Official Plan for "...an examination of the trading area (existing and potential) ..." of the proposed development. As such, a trading area, which is referred to in this report as a Trade Area, has been delineated in this report.

4.1 Trade Area Delineation

The Trade Area represents the geographic area from which the proposed development will draw a significant portion of its customer support. The Trade Area recognizes a number of factors, including:

- Previous market research conducted on behalf of the Town;
- Locations of major retail concentrations;
- Travel distance and driving times; and,
- The professional experience of TER.

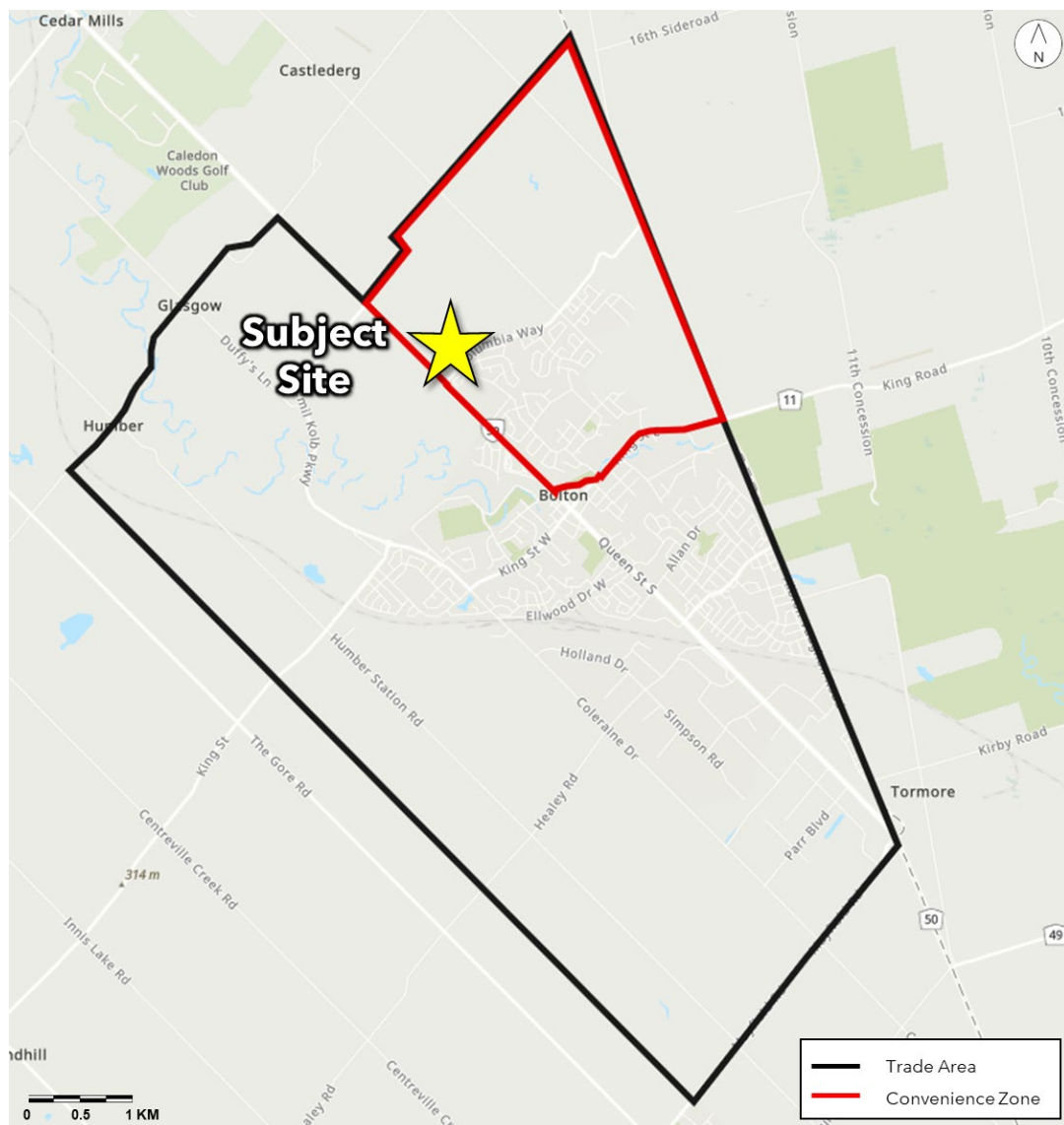
TER has reviewed previous market research prepared on behalf of the Town. This includes the Morgan Report from 2007, discussed in Section 2 of this report, and the Kircher Research Associates Ltd. report titled Retail Market Demand Analysis for 2031 Bolton, Ontario, dated May 2014 ("Kircher Report").

The trading areas presented in the Morgan and Kircher Reports (referred to as a "Study Area" in the reports) are based on a number of factors including licence plate surveys at major retail areas in Bolton. The Study Area presented in the Morgan report consists of a Primary Zone, comprising the community of Bolton, and a broader Secondary Zone. Similarly, the Study Area presented in the Kircher Report is defined as the community of Bolton.

It is the opinion of TER that certain aspects of the Study Areas presented in the Morgan and Kircher Reports remain appropriate for this report. TER has adopted the community of Bolton as the Trade Area for the Subject Site. TER has added an additional, "Convenience Zone", which represents the local North Hill neighbourhood.

The delineated Trade Area is illustrated in Figure 4-1, on the following page.

Figure 4-1: Trade Area ⁽¹⁾



Source: Tate Economic Research Inc.; Basemap: ESRI AcrGIS.

¹⁾ The Trade Area boundaries reflect previous research conducted for the Town of Caledon. The Convenience Zone is delineated by TER specifically for the Columbia Square development proposal.

4.2 Trade Area Population Growth

The following section provides a high level overview of planned growth areas in the Trade Area. The Trade Area is forecast to experience population growth of approximately 11,400 residents over the next decade.

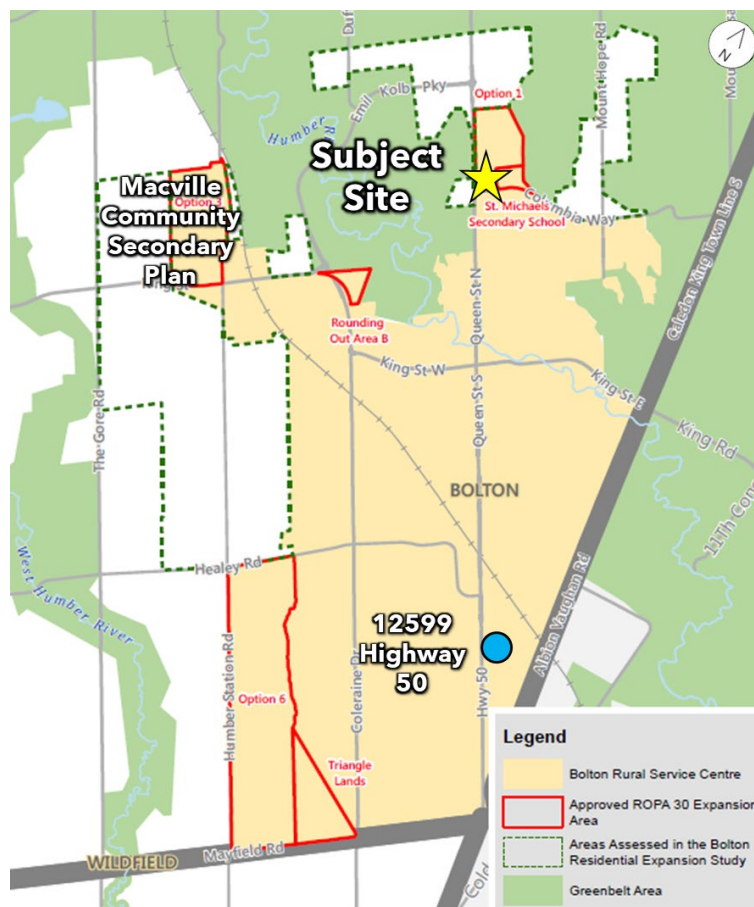
The majority of this population growth is planned to be accommodated within the expanded settlement boundary approved through Regional Official Plan Amendment

Number 30 (“ROPA 30 Lands”). Figure 4-2 indicates the location of the approved ROPA 30 Lands.

The Option 1 Lands, located directly north of the Site, total approximately 28 hectares. These lands are anticipated to accommodate approximately 1,800 people and jobs based on Region of Peel density targets.

The Bolton Option 3 Landowners Group has submitted an application to permit the development of the Macville Community Secondary Plan. The Macville Community will be a walkable, transit-supportive, complete community integrated with the planned Caledon GO Train Station. The western portion of the Macville Community lands are currently located outside the settlement area boundary. The proposed development will include nearly 7,000 low, medium and high density residential units.

Figure 4-2: Primary Zone Growth Areas



Source: Tate Economic Research Inc. based on Region of Peel ROPA 30 Approved November 30, 2020.

In addition to the Macville Community, there is intensification planned along Highway 50, in south Bolton. There is a development proposed at 12599 Highway 50 that will include five high density buildings with approximately 2,200 residential units and ground floor retail space.

4.3 Trade Area Conclusion

The delineated Trade Area is defined as the community of Bolton and includes a Convenience Zone. There is population growth forecast in the Trade Area and Convenience Zone. The majority of growth in the Trade Area is planned to occur through the development of the Macville Community and intensification along Highway 50, in the south end of Bolton.

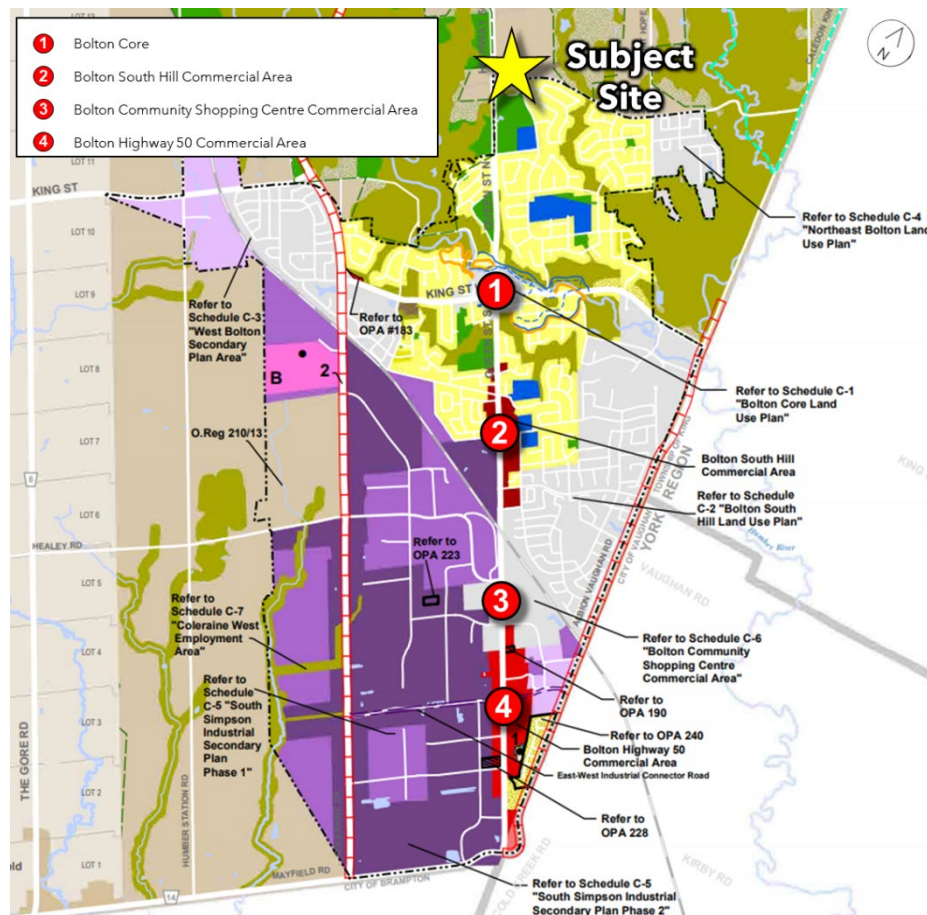
5 Trade Area Retail Space

In June 2021, TER conducted an inventory of retail commercial space in the Trade Area. This included all retail, service and vacant space within areas designated Commercial in the OP.

5.1 Existing Trade Area Retail Space

The Trade Area retail environment is composed of four nodes which are indicated in Figure 5-1, below.

Figure 5-1: Trade Area Retail Nodes



Source: Tate Economic Research Inc.; Basemap: Caledon OP Schedule C.

Figure 5-2, on the following page, summarizes the amount and distribution of retail space in the Trade Area. A numerical and statistical summary of the inventory of the Trade Area is presented below. A qualitative review of the inventory is included in Section 7.2, which follows.

- Overall, there is 1,374,300 square feet of retail, service and vacant space in the designated Commercial areas in the Trade Area;

- The Trade Area includes 1,299,000 square feet of occupied retail and service space and 75,300 square feet of vacant space;
- This vacant space represents a vacancy level of 5.5%. This vacancy level is within the balanced vacancy range of 5.0 – 7.5%;
- Nearly half of all retail commercial space in the Trade Area is located in the *Bolton Community Shopping Centre Area*. This includes big box retailers with regional draws, such as Walmart, Canadian Tire and Home Depot;
- There is 144,900 square feet of Food & Beverage Retail space in the Trade Area, including: Zehrs (61,600 square feet), Food Basics (31,100 square feet) and Garden Foods (16,400 square feet); and,
- There is 154,900 square feet of occupied retail and service space in the *Bolton Core* and 32,400 square feet of vacant space. This represents a vacancy level of 17.3% which is above a balanced vacancy range for a market such as

Figure 5-2: Trade Area Summary of Retail Space ⁽¹⁾

	Bolton Core	Bolton South Hill Commercial Area	Bolton Community Shopping Centre Area	Bolton Highway 50 Commercial Area	TOTAL	Percent Distribution
Food & Beverage Retail (FBR)						
Supermarkets & Grocery Stores	0	108,100	1,200	0	109,300	8.0%
Convenience & Specialty Food Stores	4,800	16,200	0	0	21,000	1.5%
Beer, Wine & Liquor	0	0	14,600	0	14,600	1.1%
Food & Beverage Retail (FBR)	4,800	124,300	15,800	0	144,900	10.5%
Non-Food & Beverage Retail (NFBR)						
Department Stores	0	0	160,500	0	160,500	11.7%
General Merchandise	0	31,400	104,200	0	135,600	9.9%
Clothing, Shoes & Accessories	2,800	20,900	21,100	0	44,800	3.3%
Furniture, Home Furnishings & Electronics	8,800	1,300	21,200	0	31,300	2.3%
Pharmacies & Personal Care Stores	3,900	23,800	5,400	3,600	36,700	2.7%
Building & Outdoor Home Supplies	600	0	139,400	0	140,000	10.2%
Miscellaneous Retailers	500	29,300	33,500	2,500	65,800	4.8%
Automotive	1,000	800	0	23,600	25,400	1.8%
Subtotal Non-Food & Beverage Retail (NFBR)	17,600	107,500	485,300	29,700	640,100	46.6%
Service Space						
Food Services & Drinking Places	20,300	48,600	37,200	35,600	141,700	10.3%
Personal Care & Laundry Services	22,900	35,600	12,500	2,600	73,600	5.4%
Financial, Insurance, Legal & Real Estate Services	22,200	25,500	21,600	9,300	78,600	5.7%
Health Care & Social Assistance Services	39,000	13,900	25,500	22,100	100,500	7.3%
Entertainment & Recreation Services	1,500	1,300	34,100	5,600	42,500	3.1%
Other Services	26,600	6,600	14,900	29,000	77,100	5.6%
Subtotal Service Space	132,500	131,500	145,800	104,200	514,000	37.4%
Total Occupied Retail & Service Space	154,900	363,300	646,900	133,900	1,299,000	94.5%
Vacant	32,400	19,100	21,200	2,600	75,300	5.5%
Vacancy Rate (%)	17.3%	5.0%	3.2%	1.9%	5.5%	
Total Retail & Service Space	187,300	382,400	668,100	136,500	1,374,300	100.0%
Percent Distribution	13.6%	27.8%	48.6%	9.9%	100.0%	

Source: Tate Economic Research Inc.

- 1) Based on inventory and site inspections completed by TER in June 2021. Rounded to the nearest 100 square feet.

Bolton. This vacancy rate is influenced by the timing of the inventory, which was completed during the Covid 19 pandemic. In addition, as of the inventory date, there were three units with 'coming soon' signs in the window.

5.2 Trade Area Retail Space Conclusion

The existing Trade Area retail environment is composed of four nodes located along Highway 50. There is approximately 1.37 million square feet of retail space in the Trade Area with a vacancy rate of 5.5%. The *Bolton Core*, located less than 2 kilometres south of the Site, contains approximately 187,000 square feet of retail commercial space.

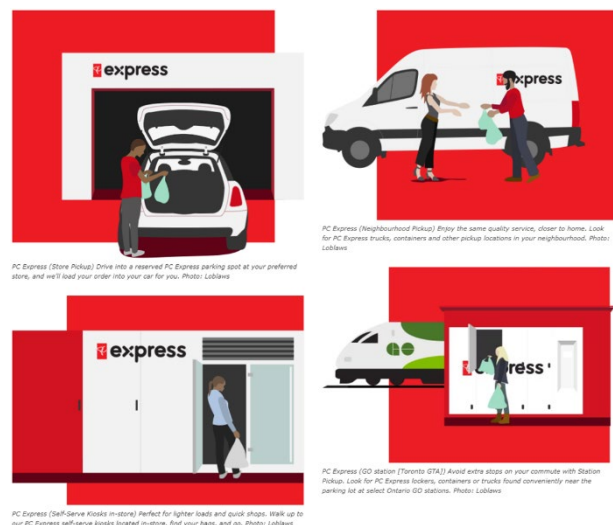
6 Trends in Food Retailing

The following section of the report examines trends occurring in the food retailing industry and their impact on the development opportunity for the Subject Site. Overall, the industry is experiencing a decrease in the size and number of supermarkets, as other methods of meeting customer needs are evolving and their acceptance increases.

6.1 Trends in Supermarket Development

The supermarket development industry is undergoing a significant shift in how retailers view their stores, and the way consumers purchase goods.

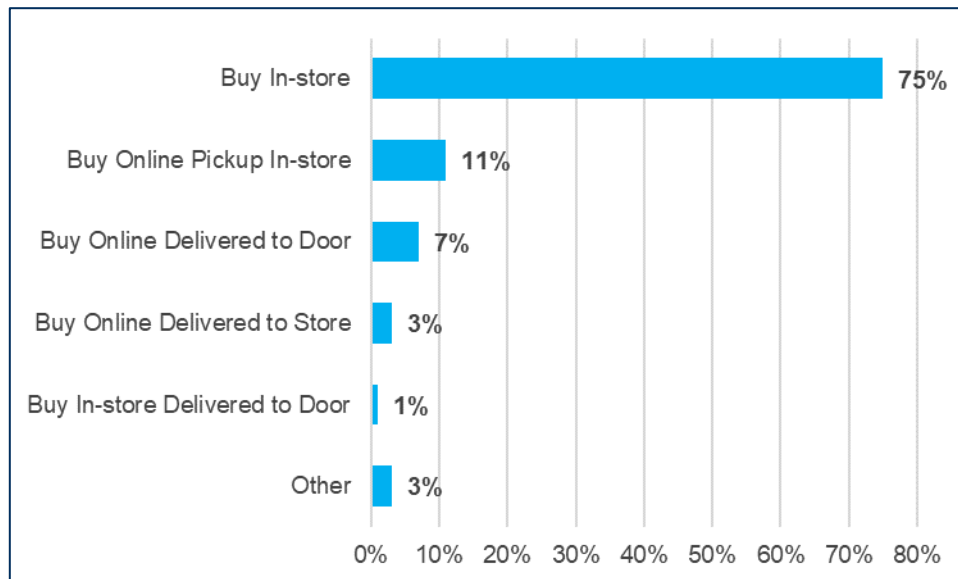
- Supermarket retailers are now able to serve a larger area from fewer stores. This is a result of e-commerce and the proliferation of technologically driven convenience retailing. Many supermarket retailers now offer multiple methods to purchase goods, including delivery, contactless pick up and click and collect grocery services;
- In urban areas, such as Bolton, consumers can now have groceries delivered to their door from various national retailers through services such as Voila (Sobeys), Grocery Gateway (Longo's), and Instacart (Loblaws). For example, residents of the North Hill neighbourhood can currently have groceries delivered from Sobeys via their Voila delivery service. Consumers also have the option of having groceries delivered to their vehicle via contactless pick up options at various supermarkets; and,
- Loblaws, a leader in supermarket innovation, has introduced several methods for purchasing groceries, including store pick up, neighbourhood pick up, and self serve kiosks at various locations such as GO Stations. The Zehrs location in Bolton offers various purchase methods including click and collect.



These trends have accelerated as a result of the Covid-19 pandemic. Recent data published by Statistics Canada indicates a 77% increase in e-commerce sales at food and beverage retail stores from February to September of 2020. The rapid increase in online grocery shopping as a result of the Covid-19 pandemic will not be sustained indefinitely. However, it has increased the rate of adoption of online grocery shopping

methods. Consumer research suggests that 20 – 25% of Canadians intend to purchase groceries online regularly post Covid-19 pandemic.

Figure 6-1: Primary Purchase Method in the Next Six Months



Source: Tate Economic Research Inc. based on Dalhousie University Faculty of Agriculture, May 27, 2021

The increased adoption of e-commerce over the longer term is evidenced by recent developments in the supermarket industry: in June of 2020, Sobeys opened a \$100 million customer fulfillment centre in Vaughan which serves online customers in the GTA and beyond; Metro plans to expand pick up locations to approximately 100 stores and unveil a new fulfillment centre in Montreal in 2021; and Loblaws has begun to convert sections of existing stores to strictly process online orders as demand rises.

This shift has implications across the industry, with retailers reducing the size of their store networks by serving larger trade areas and operating fewer stores.

6.2 Trends in Specialty Food Retailing

Retail trends have resulted in specialty food and grocery retailers playing a more significant role in serving the day-to-day shopping needs of neighbourhoods. Specialty food and grocery stores can offer a wide range of products from fresh produce to dry goods and are able to orient their product offering to the local market. These stores are intended to be convenient and efficient with a focus on small basket size and grab-and-go shopping.

In urban environments, grocery stores often anchor the retail component of mixed-use developments. Smaller food stores are easier to accommodate in mixed-use

Figure 6-2: Examples of Grocery Stores



Vincenzo's

Location: 150 Caroline St. S, Waterloo

Type: Italian Grocer

Size: 20,000 square feet

Offering:

- Variety of fresh, frozen and dry groceries
- Housewares
- Café with grab and go food options



Garden Foods

Location: 501 Queen St. S, Bolton

Type: Independent Grocer

Size: 16,000 square feet

Offering:

- Organic produce and gluten free products
- Variety of fresh, frozen and dry groceries
- Housewares
- Garden centre



Vince's

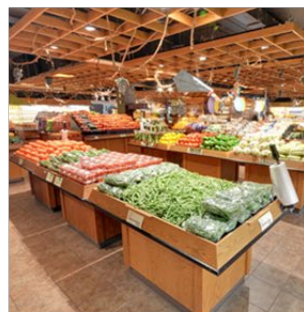
Locations: Newmarket, Sharon, Uxbridge, Tottenham

Type: Independent Grocer

Size: 1,000 to 16,000 square feet

Offering:

- Variety of fresh, frozen and dry groceries
- Fresh baked goods
- Hot and cold food bars



Sunripe

Locations: London, Sarnia

Type: Independent Grocer

Size: 12,000 to 16,000 square feet

Offering:

- Produce
- Bakery
- Deli and Kitchen
- Meat Shoppe

Source: Tate Economic Research Inc.

developments as a result of smaller footprints, lower requirements for customer parking and smaller loading / docking areas.

There are many examples of successful specialty food store / grocery store operators in southern Ontario. Figure 6-2, on the previous page, provides examples of the types of food stores that could be accommodated on the Subject Site.

6.3 Trends in Food Retailing Conclusion

The supermarket development industry has undergone a shift with retailers reducing the size of their store networks by serving larger trade areas from fewer stores. Specialty food and grocery stores offer a wide range of products that serve the day-to-day shopping needs of local residents. They are able to tailor their product offerings to the local market and offer a convenient format for grab-and-go shopping.

7 Retail Opportunity and Impact Assessment

The following section examines the demand for the proposed retail commercial space and whether the ‘shopping needs’ of residents will be adequately served.

7.1 Official Plan - Retail Demand and Impact Tests

Section 5.4.3.13.2 of the Caledon OP states: “A Commercial Impact Study will include, as appropriate, the following: a) an examination of the trading area (existing and potential), the related impacts of the proposed uses on existing uses, and an assessment of the need for the proposed uses”.

It is TER’s opinion that the OP tests that address “related impacts” and “an assessment of the need for the proposed uses” are not considered appropriate in this instance. In a general sense, a market demand analysis was conducted on behalf of the Town in 2007, which resulted in the designation of the Subject Site for commercial uses. The 2007 market analysis addressed “related impacts” and “need” for the commercial space. The current proposal is for a reduction in the scale of commercial space and therefore it is recognized that the commercial space is warranted.

As such, TER has focussed our analysis on the retail commercial service levels that will result from the proposed development. This approach is consistent with the Terms of Reference submitted to the Town.

7.2 Retail Service Assessment

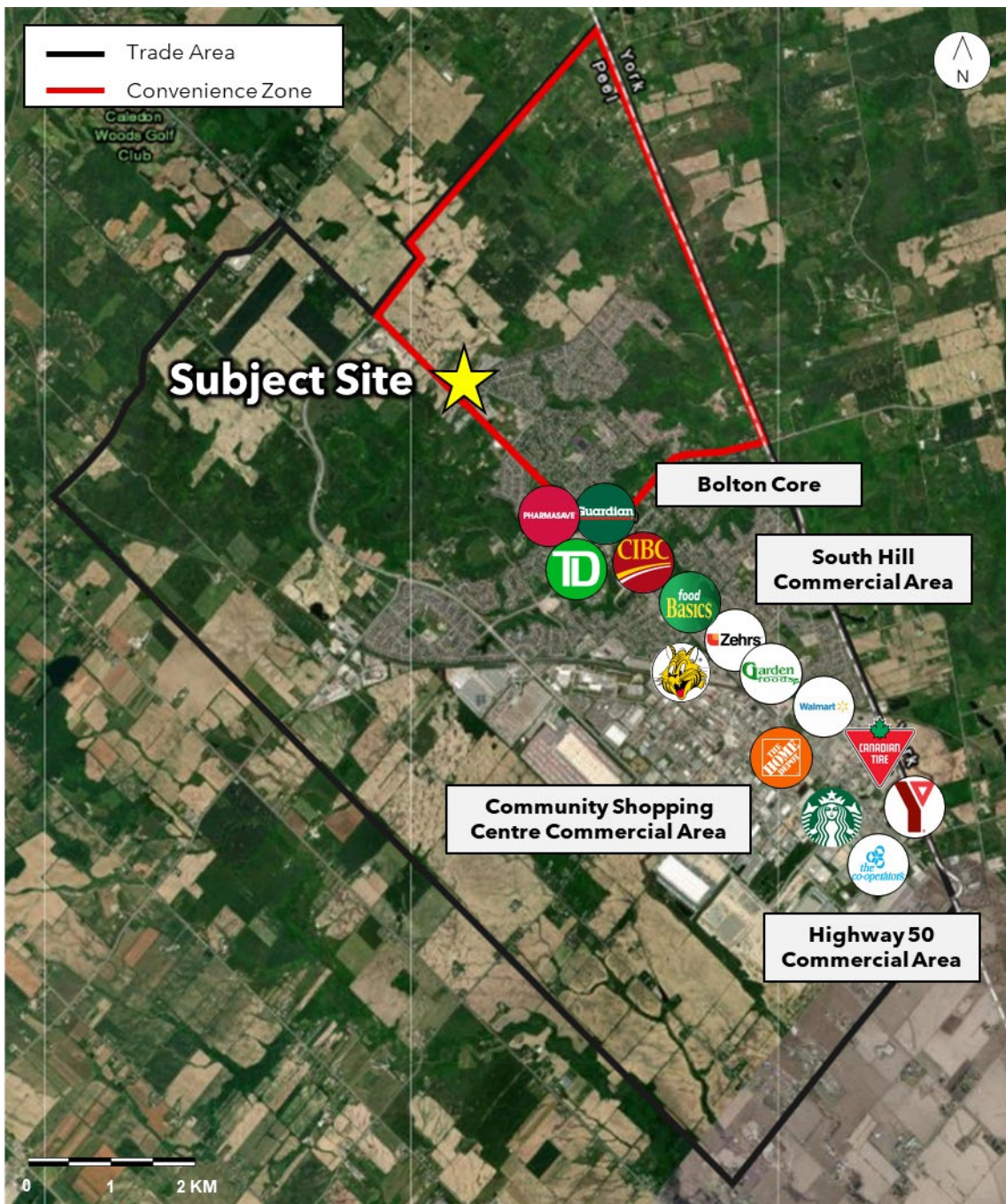
Figure 7-1, on the following page, indicates the approximate distance from the Subject Site to existing retail concentrations in the Trade Area. The following points summarize the retail service levels of future residents of the Site and existing and future residents of the surrounding community:

- There is no significant retail commercial space located in the Convenience Zone. As such, local residents currently travel elsewhere in Bolton, and beyond, to meet their shopping needs;
- The *Bolton Core* is located approximately 2 kilometres south of the Subject Site. The *Bolton Core* provides approximately 187,000 square feet of retail and service space. The majority of this space (70%) is occupied by service tenants, including medical and dental, social services, financial institutions and personal care tenants;
- The *Bolton South Hill Commercial Area* is located approximately 3 kilometres south of the Subject Site. The *Bolton South Hill Commercial Area* provides approximately 382,000 square feet of retail and service space. The majority of this space (60%) is occupied by retail tenants, including supermarkets and

grocery stores, pharmacies and drug stores and general merchandise stores, such as Dollarama, Dollar Tree and Giant Tiger;

- The *Bolton South Hill Commercial Area* includes approximately 124,000 square feet of food stores:

Figure 7-1: Retail Service Level Assessment



Source: Tate Economic Research Inc.; Basemap: ESRI AcrGIS

- Food Basics, located at 301 Queen Street (Highway 50), opened in June 2020. Food Basics is owned by Metro Inc. and offers products at discounted prices. Their motto is “Always More for Less.” The Food Basics in Bolton is 30,100 square feet in size;
 - Zehrs is a banner that is part of Loblaw Companies Limited. It is located at 487 Queen Street South (Highway 50) and is 61,600 square feet. Zehrs has services in store that include a pharmacy, optician and dietitian. This Zehrs store also has click and collect service that allows customers to pick up groceries that were ordered online; and,
 - Garden Foods is a locally owned and operated grocery store located at 501 Queen Street South (Highway 50) and is 16,400 square feet. Garden Foods offers a wide selection of produce and a more limited selection of typical grocery items. It also includes organic and gluten free foods as well as prepared foods, butchers, deli meats and cheeses, a bakery, a garden centre and gift baskets.
- The *Bolton Community Shopping Centre Area* is located approximately 5 kilometres south of the Subject Site. The *Bolton Community Shopping Centre Area* is a major shopping node with approximately 668,000 square feet of retail and service space, anchored by large format tenants such as Walmart, Canadian Tire and Home Depot; and,
 - The *Bolton Highway 50 Commercial Area* is located just over 5 kilometres south of the Subject Site. The *Bolton Highway 50 Commercial Area* provides approximately 136,000 square feet of retail and service space. The majority of this space (75%) is occupied by service tenants, including restaurants, medical and dental and a variety of other services.

7.3 Convenience Zone Future Retail Space

There is no significant existing or planned retail commercial space in the Convenience Zone. As such, the shopping needs of North Hill residents are served by retail space in the Trade Area and elsewhere. Locally oriented retail commercial uses on the Subject Site will serve day-to-day shopping needs of residents in the Convenience Zone.

At present there is no retail commercial space in the Convenience Zone. However, in addition to the Subject Site, it is anticipated that the Option 1 Lands may include retail commercial space. The planning for these lands has not advanced to the point where any potential retail commercial component can be identified or quantified. The Option 1 Lands will be designated as part of future planning processes and will be longer term in nature.

7.4 Retail Opportunity and Need For Retail Commercial at the Subject Site

The Site is well located at the signalized intersection of an Arterial road and a Collector road. The Convenience Zone currently includes approximately 8,200 residents. There will be approximately 1,400 residents on the Subject Site, when fully developed. Based on these demand characteristics, it is concluded that there will be adequate demand to support the retail commercial space proposed on the Site. The scale of retail commercial space on the Site (18,200 square feet) will limit any potential impact on the *Bolton Core*, which includes 187,000 square feet of retail commercial space. In addition, due to the precarious nature of retail due to the Covid-19 pandemic and the potential for a prolonged rebound, a smaller amount of retail space at the Subject Site could potentially be beneficial to the downtown.

As stated previously, there is no planned retail commercial space in the Convenience Zone. Given the existing and future population levels of the Convenience Zone, it is concluded that there is a need for local serving retail commercial space in the Convenience Zone. The Subject Site is well located to serve this need and is the only currently planned commercial site in north Bolton, which contributes to its ability to meet the needs of the local residents.

7.5 Subject Site Proposed Retail Commercial Function

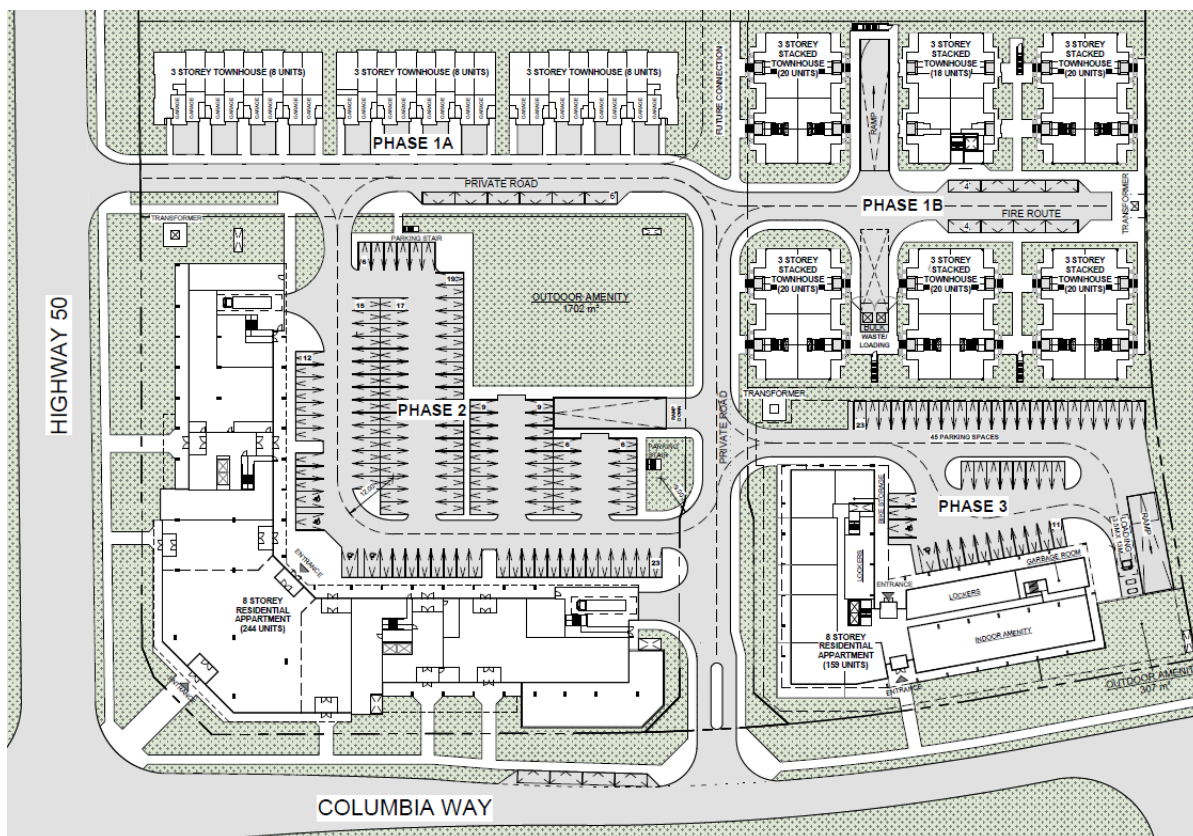
The development concept for the Subject Site is indicated in Figure 7-3 on the following page and contemplates a mixed-use development, as summarized below:

- Townhouses (Phase 1): 142 townhouses located on the north portion of the Site;
- Mixed-Use Building (Phase 2): 244 residential apartment units and 18,200 square feet of ground floor retail uses. The proposed mixed-use building will be located at the southwest corner of the Site, fronting onto Columbia Way and Highway 50; and,
- Apartment Building (Phase 3): 159 residential apartment units located at the southeast corner of the Site, fronting onto Columbia Way; and,

The proposed development will have three access points, from Columbia Way to the south, from Highway 50 to the west and from the planned future development to the north.

The proposed mixed-use building is located at the corner of Highway 50 and Columbia Way. This location optimizes the access and visibility characteristics of the ground floor retail units. The proposed retail units will have access to internally located surface parking. Surface parking is important to retailers in suburban environments, such as Bolton, as it allows for grab-and-go shopping, making access more convenient and efficient for customers.

Figure 7-3: Subject Site Concept Plan



Source: Tate Economic Research Inc. based on KFA Architects & Planners Inc. Drawing No SD002, Phase 1-3 Combined Site Plan.

Based on the quantum and format of the proposed retail space, it is anticipated that the retail component will be convenience oriented with a focus on food retail, restaurants and various services. For the purpose of this report, TER has prepared a representative tenant mix for the Subject Site. The tenant mix is based on TER experience, the proposed development concept and trends occurring within the retail industry. However, it is challenging to anticipate the tenant mix with absolute certainty, and, as such, this tenant mix should be considered a general guideline. Figure 7-4, which follows, summarizes the potential tenant mix for the Subject Site. The tenant mix demonstrates that a range of convenience oriented retail and service tenants can be accommodated on the Subject Site to serve residents of the Site and surrounding community.

7.6 Retail Opportunity and Impact Assessment Conclusion

There is no significant planned retail commercial space existing in the Convenience Zone. As such, the proposed retail commercial component of the Columbia Square development proposal will meet a local need. The proposed development on the Subject Site will primarily serve residents within the Convenience Zone. Retail space

on the Subject Site will be convenience oriented and designed to meet the day-to-day shopping needs of the local community.

It is anticipated that a specialized grocery store will form the “anchor” tenant of the commercial component. The tenant mix demonstrates that a grocery store and range of convenience oriented retail and service tenants, can be accommodated on the Subject Site. The anticipated tenant mix will be designed to serve residents of the Site and surrounding community.

Figure 7-4: Representative Tenant Mix ⁽¹⁾



Source: Tate Economic Research Inc.

¹⁾ Tenant mix is representative and should be considered a general guideline. Graphic is illustrative and does not reflect the proposed development examined in this report.

Appendix A – Terms of Reference (June 9, 2021)

The following appendix includes the Terms of Reference prepared by TER and submitted to the Town in June of 2021. At the time of submission, the proposed development was referred to as the Wyndcliffe community. Since this time, the project has been renamed as Columbia Square, as referred to in this report.

**Wyndcliffe Developments Inc.
Bolton Mixed-Use Development Application**

**Commercial Impact Study
Terms of Reference**

Prepared for: Town of Caledon

June 9, 2021



Wyndcliffe Developments Inc. (“Wyndcliffe”) owns lands comprising 8.2 acres located at the northeast corner of Highway 50 and Columbia Way (“Site”) in the community of Bolton, in the Town of Caledon (“Town” or “Caledon”). The Town has requested a Commercial Impact Study as a component of the application to permit the development on the Site. This Terms of Reference is intended to outline the work scope proposed by Tate Economic Research Inc. (“TER”) to address the Town’s requirements for such a Study.

Background

Wyndcliffe has owned the Site for many years and it is currently vacant. The Site was initially contemplated by the Town as a supermarket anchored retail centre. In response to changing market conditions, Wyndcliffe is proposing a mixed-use development on the Site, rather than the retail centre initially contemplated and planned for the Site.

The proposed mixed-use development will include residential apartment buildings, townhouse units, ground related retail uses, a seniors retirement facility, and park space. The proposed development contemplates the addition of approximately 60,205 square meters (648,042 square feet) of Gross Floor Area (GFA). There will be a retail commercial component that is smaller than what was originally contemplated by the Town for the Site.

The Town has requested that Wyndcliffe retain qualified market and economic consultants to prepare a Commercial Impact Study. This study relates to the potential impacts of the development of retail commercial uses as a component of the mixed-use project on the Site.

Requirements

The Site is currently designated *Bolton Highway 50 Commercial Area* in the Town of Caledon Official Plan (“Caledon OP”). A redesignation to *Mixed-Use* will be required to permit the development, as proposed. It is our understanding that commercial uses are proposed on the ground floor of the apartment buildings. There will be a reduction in the amount of retail commercial space on the Site compared to the original concept envisioned in the Caledon OP. In addition, a full line supermarket was contemplated on the Site in the OP, which is no longer considered an option in the mixed-use concept.

The purpose of this assignment is to forecast any impacts on the local retail service levels and the retail commercial structure in Caledon, and specifically in Bolton, that may result from the redesignation and development of the Site as currently proposed. There are requirements in the Caledon OP that may be applicable to this assignment:

Section 5.4.3.13.1 of the Caledon OP states: “...a *Commercial Impact Study* may be required for the Bolton Community Shopping Centre Commercial Area, and local

commercial sites in the Bolton Area. In addition, any major commercial development proposed on existing commercial designated/zoned lands will be required to either prepare a Commercial Impact Study or additional commercial impact assessment work.”

Section 5.4.3.13.2 of the Caledon OP states: “A *Commercial Impact Study* will include, as appropriate, the following: a) an examination of the trading area (existing and potential), the related impacts of the proposed uses on existing uses, and an assessment of the need for the proposed uses”.

Based on TER’s extensive experience with retail commercial planning, it is our opinion that the Town should also consider the impacts of the proposed reduction in commercial space on the service levels anticipated for local residents. This service level impact analysis will be in addition to the “typical” impact tests indicated in the Town’s OP.

Work Scope

This Terms of Reference has been prepared to outline the OP tests and the tasks recommended by TER to address the Town requirements, as outlined above. Based on our review of concept plans, discussions with the development team, our experience in Caledon and with shopping centre development, TER has prepared the following work scope:

- 1) **Site Review** - We will review the Site in terms of its location, accessibility, visibility, synergies with other uses, etc. This review will conclude with an assessment of the appropriateness of the Site for commercial and residential uses. We will also comment on the Site’s appropriateness as a pure retail centre in comparison to a mixed-use development.
- 2) **Historical Planning Context of Site** - TER will examine the original land use intent of the Site. TER will examine, where possible, the original documents related to the designation on the Site. As part of this analysis, TER is requesting from the Town the original commercial demand study conducted for north Bolton that resulted in the commercial permissions that currently apply to the Site.
- 3) **Mixed-Use Retail Commercial Opportunity** - TER will examine the potential for the planned retail function of the Site to be fulfilled by the mixed-use development (and the reduced scale of retail commercial proposed). As part of this assessment, TER will also provide an overview of the changing retail trends that are influencing the current development industry and the impacts of these changes on the viability of traditional concepts coming to market. TER will also provide an analysis of the challenges and opportunities associated with mixed-use developments in suburban locales.

- 4) **Urban Boundary Expansion** - TER will examine the implications and timing of any planned expansions of the urban boundary in Bolton to the north of the Site. We will review the number of units / residents proposed and the extent of planned commercial centres, if any in the expansion area.
- 5) **Retail Trends** - TER will assess changes in expenditure patterns with respect to e-commerce versus ground oriented retailers. TER will also examine the introduction of 'click and collect' and delivery services at grocery stores and comment on their impact on store networks and the introduction of new stores in the market.
- 6) **Retail Analysis** - In order to specifically address the requirements of the Town's Commercial Impact Study, TER will define the trading area for the Site, address the related impacts of the proposed uses on existing uses, and provide an assessment of the need for the proposed uses. TER will also examine the current and proposed commercial context and assess whether the Site's planned commercial function can be fulfilled by the retail space proposed on the Site. As part of this assessment, TER will also examine the future land use plans for the surrounding areas, as well as development to the north in Caledon.
- 7) **Preparation of Report** - TER will prepare a report with our recommendations and a summary of our findings. The report will be submitted to the Town.